

**UNIFIED SAN DIEGO COUNTY
EMERGENCY SERVICES ORGANIZATION
OPERATIONAL AREA EMERGENCY PLAN**

ANNEX G

CARE AND SHELTER OPERATIONS

March 2000

UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

ANNEX G

CARE AND SHELTER OPERATIONS

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UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

ANNEX G

CARE AND SHELTER OPERATIONS

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UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

ANNEX G

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ANNEX G

CARE AND SHELTER OPERATIONS

I. GENERAL

A. Introduction

This Annex describes the organizational and operational policies and procedures required to meet the food, clothing, shelter and immediate psychological needs of people on a mass care basis during natural disasters, technological incidents, and nuclear or other defense emergencies. It also cites authorities and specifies the public and private organizations responsible for providing mass care and welfare inquiry services.

B. Objectives

The overall objectives of care and shelter operations are to:

- Provide food, clothing, shelter, psychological counseling, and other basic necessities of life, on a mass care basis, to persons unable to provide for themselves as a result of a disaster.
- Provide an inquiry service to reunite separated families or respond to inquiries from relatives and friends outside the affected areas.
- Assure an orderly transition from mass care, to separate family living, to post-disaster recovery.

C. American Red Cross

The American Red Cross (ARC), as mandated by Federal Law 36-USC-3 and reaffirmed in Public Law 93-288 (Federal Disaster Relief Act of 1974), provides disaster relief in peacetime.

D. Concept of Operations

1. Peacetime Emergencies

Peacetime emergency operations differ from possible nuclear or other defense emergencies in that the level of magnitude of even a catastrophic disaster (Level III) would be much less than in a crisis relocation or attack situation. In peacetime disasters, the Red Cross will provide the bulk of mass care services. Schools, public buildings and churches will provide facilities for most of the shelters. The San Diego County Health and Human Services Agency (HHSA) assists the Red Cross in providing mass care.

See also: Attachment to Statement of Operational Relationships between the American Red Cross and the California Office of Emergency Services (OES) (Attachment E), and the Understanding between the Unified San Diego County Emergency Services Organization and the San Diego County Chapter of the American Red Cross (Attachment C), regarding wartime agreements.

E. Activation and Termination

1. Activation Conditions

This Annex is activated when there exists an emergency situation, or potential situation, in which Mass Care is required.

2. Activation Authority

Activation of this Annex shall be by the direction of:

- a. The County's Chief Administrative Officer (CAO), or a designated Assistant CAO, in the capacity of Director of the Unincorporated area, or as Operational Area Coordinator of the Unified San Diego County Emergency Services Organization; or
- b. The Director of HHSA, County of San Diego; or
- c. The Director, San Diego County Office of Disaster Preparedness (ODP); or
- d. The Incident Commander; or
- e. The Emergency Services Director or the designee of any jurisdiction signatory to the Emergency Services Agreement; or
- f. The Director of Disaster Services, or designee, American Red Cross, San Diego/Imperial Counties Chapter.

3. Termination

Termination of this Annex shall take place after the announcement to secure from the disaster situation and normal phase-down and deactivation operations have been completed, and the care and shelter provider indicates no further need for this Annex to be activated.

II. ORGANIZATION

Table G-1 below gives an overview of the governmental and quasi-governmental care and shelter organization. The responsibilities at each level are described in Section III, Roles and Responsibilities.

TABLE G-1

STATEWIDE CARE AND SHELTER ORGANIZATION

| LEVEL | TITLE | DESIGNEE |
|--|--|---|
| American Red Cross San Diego/Imperial Counties Chapter | Director of Disaster Services | Designee per American Red Cross Disaster Plan |
| Cities (Emergency Services Agreement signatories) | City Care and Shelter Coordinator | Local Designee per American Red Cross Disaster Plan |
| Unincorporated Areas of the County | County Care and Shelter Coordinator | Director, San Diego County Health and Human Services Agency |
| Operational Area (San Diego County) | Operational Area Care and Shelter Coordinator | Director, San Diego County Health and Human Services Agency |
| Mutual Aid (Region VI) | Mutual Aid Region Care and Shelter Coordinator | State Director, Department of Health and Human Services, Regional Administrator |
| State of California | State Care and Shelter Director | Director, State Department of Health and Human Services |

- * The American Red Cross, as mandated by Federal Law 36-USC-3 and reaffirmed in Public Law 93-288 (Federal Disaster Relief Act of 1974), acts cooperatively with state and local governments and other private relief organizations to provide disaster relief in peacetime.

III. ROLES AND RESPONSIBILITIES

A. All Affected Agencies and Organizations

1. Prepare Standard Operating Procedures (SOP) for response to Care and Shelter Operations, including a system for automatic personnel reporting and disaster assignment.
2. Train personnel and alternates.
3. Maintain an active liaison with the Care and Shelter Subcommittee of the Unified Disaster Council.

B. American Red Cross, San Diego/Imperial Counties Chapter

1. Develop, maintain, and test Care and Shelter Operations plans for the Operational Area in conjunction with HHSA and Care and Shelter Subcommittee.
2. During an emergency or proclaimed disaster, provide:
 - a. Emergency lodging in a mass care facility for disaster victims in public or private buildings.
 - b. Food for persons in emergency mass care facilities.
 - c. Individual services; As needed, a means to purchase new clothing, temporary housing, possible assistance with rent and security deposit, medication and health needs and occupational supplies.
 - d. Physical Health Services; Provide support to persons who have disaster-related or disaster-aggravated health needs. Assist clients in the procurement of prescribed medications lost in the disaster. Provide financial assistance as needed for medications and medical-related items. Provide minor first aid treatment of clients. Disaster Health workers do not provide treatment for pre-existing injuries or provide medical diagnosis.
 - e. Mental Health Services; Provide mental health-related services and secure resources to meet the mental health needs of people affected by the disaster. Provide emergency and preventive mental health services to people affected by disaster. This includes methods to cope with disaster, crisis intervention and referral services to meet mental health-related problems. Disaster Mental Health workers do not provide diagnosis, long term therapy, or prescribe/administer medications.
 - f. Food for disaster workers if normal commercial feeding facilities are not available.

- g. Disaster Welfare Inquiry service
 - h. Liaison personnel to the Operational Area EOC and/or to the Incident Command Post.
3. Coordinate the activities of other volunteer organizations providing mass care assistance.
 4. Provide Mass Care training.
 5. Distribute appropriate bulk supplies of cleaning and comfort items.
- C. County Health and Human Services Agency or City Department assigned the Care and Shelter Coordination Responsibility**
1. Coordinate local government support to the Red Cross in peacetime emergency or disaster Care and Shelter Operations.
 2. Coordinate resource and mutual aid requests between the Red Cross and other government departments or agencies.
 3. Should an unpredictable delay occur in the Red Cross' response upon initial notification, or should the catastrophic nature of the event prevent the Red Cross from responding in a timely fashion to meet the immediate needs of all disaster victims, be prepared to provide care and shelter to disaster victims until the Red Cross is able to fulfill that responsibility.
 4. Should the County HHSA or local jurisdiction open shelters or otherwise incur costs not previously approved by the Red Cross, such costs will be borne by the County or local jurisdictions, as applicable.
 5. Assist Amateur Radio Emergency Service (ARES), as needed, to establish communication between the Operational Area EOC, Red Cross headquarters, and other locations, as required. ODP and the Sheriff's Department may be called upon for assistance.
 6. Continue to provide usual public assistance services during an emergency or proclaimed disaster.
 7. Provide trained personnel to Mass Care Shelters as available and upon request of the Red Cross. The County HHSA will coordinate the provision of County government personnel to the Red Cross.
 8. Ensure that an adequate number of HHSA personnel are trained in Red Cross Mass Care and/or Emergency Assistance to Families.
 9. Develop, maintain, and test Care and Shelter Operations plans for the Operational Area in conjunction with the Red Cross and Care and Shelter Subcommittee.

10. The responsibilities of care and shelter in Civil Disorder will be developed by the Care and Shelter Subcommittee of the Unified Disaster Council (UDC).

NOTE: State Department Health and Human Services responds to requests for support from the County HHSA, and coordinates shelter requirements outside the Operational Area when requested to do so in cases involving mutual aid with other counties and/or regions.

D. San Diego County Public Health Nursing

When requested by the Red Cross, and available,

1. Administer first aid following Red Cross protocols for minor illness and injury.
2. Perform health assessments of incoming residents to ensure that persons with health problems are identified and a plan developed to meet their individual needs.
3. Monitor persons with special health concerns such as chronic diseases and pregnancy.
4. Assist the shelter manager with maintaining the shelter in a manner that protects the residents from contracting communicable diseases common in group living situations.
5. Provide linkages to mental health services and provide compassion and support to evacuees.
6. Monitor food preparation and distribution to ensure that protection from food-borne diseases is assured.
7. Assist all shelter residents who are in need of general health education and advice.
8. Provide skilled guidance to parents regarding the special needs of their children following a major traumatic event.
9. Assist shelter residents with special care needs such as replacing lost medications and medical appliances.
10. Provide referrals to other local, county and State agencies who provide medical and social services.
11. Assist with acquiring additional staffing of trained nurses and health care providers.

E. Care and Shelter Subcommittee of the Unified Disaster Council

1. Develop, maintain, and test Care and Shelter Operations plans for the Operational Area in conjunction with Red Cross and the HHSA.

2. Delineate criterion and method of justification for activation of this Annex.
3. Collaborate all Mass Care activities with Red Cross.
4. Review and update Care and Shelter Annex, as needed.

F. Amateur Radio Emergency Service (ARES), San Diego Section

1. Coordinate with Care and Shelter Coordinator and Red Cross in utilization of communication facilities of ARES in support of Care and Shelter Operations.
2. During an emergency, establish and maintain radio communications between Mass Care Shelters, Red Cross EOC, the County EOC and other locations, as required.

G. Health and Human Services Agency, Mental Health Services

Provide mental health counseling in shelters, as requested, per Annex M, Mental Health Operations.

H. Public School Districts

1. Collaborate with the Red Cross and/or the HHSA in the post-incident designation of facilities for use as Mass Care Shelters.
2. Enter into written agreement with the Red Cross concerning the use of facilities and collaborate in conducting annual resource surveys for each facility.
3. Insure that building maintenance, and if required, food service personnel are provided in those facilities opened as Mass Care Shelters.

(Reference Section 40041.5 of the Education Code, concerning the granting of school facilities for "mass care and welfare shelters during disasters or other emergencies affecting the public health and welfare.")

I. San Diego County Office of Education

1. Assist School Districts in the development of Standard Operating Procedures to facilitate "furnishing and maintaining such services as the governing board may deem necessary to meet the needs of the community." (Reference: Section 40041.5, Education Code).
2. Annually provide two copies of the directory of schools and school districts in San Diego County to both the Office of Disaster Preparedness and the local American Red Cross.

J. Office of Disaster Preparedness (ODP)

1. Coordinate the planning activities of the Care and Shelter Organization, with the departments and/or agencies involved.
2. Maintain a vendor and equipment resource list that is available for immediate and ready access (Operational Area Emergency Resource Directory).
3. Collaborate with the HHSA, school districts, and the Red Cross.
4. Activate and manage the Operational Area EOC.

IV. FUNCTIONS

A. Notification

Responsibility for notifying the Red Cross of an incident requiring Care and Shelter Operations rests with the Incident Commander/Scene Manager of the agency in charge at the scene of the incident. Procedures for alerting and notifying the Red Cross are incorporated in departmental Standing Operating Procedures. Each department with potential for being Incident Commander/Scene Manager establishes procedures for notifying the Red Cross during emergency and disaster situations.

Notification shall consist of access to the Incident/Scene Commander for current situation intelligence, including human resource and information needs and ongoing updates. This information should include incident type, Command Post locations, Incident Commander/Scene Commander's name, number of persons affected, estimated duration, communications frequencies in use and specific requests of Red Cross.

Notification can also be initiated by the Office of Disaster Preparedness. This would most likely occur during an incident in the unincorporated area in situations such as flooding, in which an Incident Command structure may or may not be in place.

B. Communications

1. General

Communications in support of Care and Shelter Operations are primarily based on Red Cross requirements. The Red Cross has a limited communications capability by radio. Therefore, the volunteer services of amateur radio operators are utilized through the Amateur Radio Emergency Service (ARES).

2. Communications Systems for Red Cross Support

a. Red Cross Disaster Radio

A single-frequency (47.42 MHz) low-VHF system, common to all U.S. Red Cross Chapters. Base units are installed at Red Cross Headquarters and the

Office of Disaster Preparedness (for San Diego County Operational Area EOC). A limited number of Red Cross vehicles are also equipped. This system would be extensively used by vehicles sent from other chapters. The use of this system is limited by the Federal Communications Commission.

b. Red Cross Business Radio

Commercial radios used in everyday conduct of business as well as emergencies. Red Cross Headquarters and Red Cross vehicles are mobile-equipped. This system has mountain-top repeaters, which might be vulnerable to earthquakes, to extend its communication range. It is for local use only and is not compatible with other Red Cross chapters.

c. Amateur Radio

A Memorandum of Understanding between the American Red Cross and the American Radio Relay League (ARRL) provides for the use of amateur radio operators in support of the Red Cross during disasters. In the San Diego County Operational Area this is accomplished through the ARRL-sponsored Amateur Radio Emergency Service (ARES). Amateur radio operators cannot be used for the normal every-day conduct of business, and they cannot be paid for their services at any time.

Amateur radio has considerable flexibility with the option of selecting any of a number of frequency bands (HF, VHF, and UHF) and frequencies to suit the situation. Many operators are equipped with mobile and hand-held VHF and UHF units. Base units can be installed at key locations. VHF and UHF repeaters extend distances.

Amateur radio frequency assignments are dependent upon the nature, size and location of the disaster as well as other emergency requirements throughout the San Diego County Operational Area. Frequency assignments will be made by ARES Emergency Coordinators to suit the situation.

d. Satellite Communication

The American Red Cross has a portable satellite terminal which can be transported to a disaster area. This can provide communications from the disaster to outside agencies via an interconnection with the commercial telephone system.

C. Administration of Mass Care

Red Cross administrative responsibility and financial control are inseparable. In assuming responsibility for relief, therefore, the Red Cross requires that all funds used by it in extending relief shall be expended in accordance with its established policies, regulations and procedures. Jurisdictions opening shelters or otherwise extending relief to victims of disaster without Red Cross concurrence will assume all financial responsibility for such relief.

With cooperation from the local Care and Shelter Coordinator or designee, the Red Cross will determine where mass care facilities will be needed and which facilities are usable.

The Red Cross will initiate shelter openings, assign shelter staff and request that the opening of Red Cross shelters and mass feeding centers be announced through the Emergency Alert System (EAS) or other established public information channels.

D. First Aid and Health Services

Health Services and emergency First Aid will be provided in all Red Cross shelters by Red Cross Disaster Health Services. In the shelters, the task of Disaster Health Services is to promote health, to prevent disease, to treat minor illnesses and injuries, and to refer for care the seriously ill and injured. Disaster Health Services provides first aid teams supervised by a registered nurse under the direction of a physician.

San Diego County HHSA, Mental Health Services will be available to provide mental health counseling in shelters, if requested (refer to Annex M).

E. Resources and Support

Red Cross will request assistance from the Care and Shelter Coordinator(s) as required. This could include trained personnel, emergency services support, or assistance in securing supplies.

The Red Cross will coordinate the mass care services of other volunteer emergency welfare agencies (i.e., San Diego Voluntary Organizations Active in Disaster, church groups, and other service agencies).

Based on available resources, the Red Cross may also provide auxiliary personnel to assist in the evacuation of institutionalized persons in threatened areas. This may include registered nurses, licensed vocational nurses, emergency medical technicians, first aid trained volunteers and generalist volunteers as available. The responsibility for the care of these institutionalized persons will remain with their regular health care providers.

F. Records and Reports

The Red Cross is responsible for the maintenance of Mass Care records including the number of shelter occupants, their names, ages, pre-disaster addresses, dates of arrival and departure and their post disaster addresses. Shelter managers submit daily statistical reports to the Red Cross job headquarters. As requested by the Care and Shelter Coordinator, Red Cross will

share statistics on care and shelter operations which do not violate their client confidentiality requirements.

G. Closing Shelters

Red Cross shelters will remain open until victims can return to their own homes, make their own arrangements for shelters, or until some alternate plan is made for them.

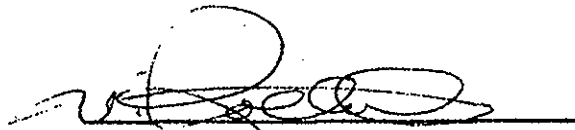
H. Individual Assistance to Disaster Victims

The Red Cross will offer Emergency Assistance to Families to include provision of those items of verified need that are essential to enable family members to resume living as a family unit rather than in congregate groups. The exception to this is the Red Cross role in the Federal Catastrophic Earthquake Response Plan when Mass Care will be the primary focus of the agency.


I. Disaster Welfare Inquiry

When inquiries are received from the public regarding the welfare of disaster victims, the Red Cross will activate the Disaster Welfare Inquiry System. In some instances, depending on the magnitude of the disaster, the Red Cross may declare a moratorium on these welfare inquiries to concentrate immediate attention on the needs of disaster victims.

AUTHENTICATION:


Dodie Rotherham, Executive Director
American Red Cross
San Diego/Imperial Counties Chapter

5/1/00
Date


Robert Ross, M.D., Director
San Diego County Health and
Human Services Agency

5/8/00
Date

ATTACHMENT A

**SAN DIEGO COUNTY CARE AND SHELTER SUBCOMMITTEE
OF THE UNIFIED DISASTER COUNCIL**

Agency Representative

American Red Cross

County Health and Human Services Agency

County Office of Disaster Preparedness

County Office of Education

County Mental Health Services

Amateur Radio Emergency Service

County Fire Coordinator

County Law Coordinator

ATTACHMENT B

SAN DIEGO COUNTY CARE AND SHELTER COORDINATORS

| <u>City</u> | <u>Title of Designee</u> |
|---------------------|--|
| Carlsbad | * |
| Chula Vista | * |
| Coronado | * |
| County of San Diego | Director, Health And Human Services Agency |
| Del Mar | * |
| El Cajon | * |
| Encinitas | * |
| Escondido | * |
| Imperial Beach | * |
| La Mesa | * |
| Lemon Grove | * |
| National City | * |
| Oceanside | * |
| Poway | * |
| City of San Diego | * |
| San Marcos | * |
| Santee | * |
| Solana Beach | * |
| Vista | * |

* To be identified by the local Jurisdiction

Attachment C

UNDERSTANDING BETWEEN

THE UNIFIED SAN DIEGO COUNTY EMERGENCY SERVICES ORGANIZATION

AND THE

SAN DIEGO COUNTY CHAPTER OF THE AMERICAN RED CROSS

PURPOSE

This understanding defines the cooperative relationship existing between the San Diego County Chapter of the American Red Cross and the Unified San Diego County Emergency Services Organization in preparing for and dealing with disasters and other emergency situations. It is designed to implement, at a local level, those agreements reached at federal and state levels between the American Red Cross, the Defense Civil Preparedness Agency, and the State of California Office of Emergency Services.

RECOGNITION

The San Diego County Chapter of the American Red Cross (hereinafter referred to as Red Cross) recognizes the Unified San Diego County Emergency Services Organization as a special purpose body created by mutual agreement between and among the County of San Diego and the cities in the county, to perform extraordinary functions for both city and county governments in planning for and during the time of disaster.

The Unified San Diego County Emergency Services Organization recognizes Red Cross as a volunteer disaster relief agency chartered by Congress through which the American people extend assistance to individuals and families affected by disaster. The Red Cross does not assume responsibility for government functions but supports the work of government authorities in alleviating the results of disaster.

COOPERATION AND COORDINATION

Red Cross and the Unified San Diego County Emergency Services Organization responsibilities in natural disasters have a close relationship. In order to achieve effective operations, avoid duplication of effort, and to ensure that all disaster needs are met, it is essential that the employment of all available resources be coordinated.

Therefore, it is agreed that:

1. Cooperative arrangements for planning, exchange of information and continuing liaison regarding preparedness for disaster operations will be maintained. Upon activation of the emergency plan, Red Cross will provide liaison personnel at the Primary Decision Center, field operations center (assistance center), and such other disaster operational headquarters as may be designated.
2. During natural disasters, the Red Cross will carry out its responsibilities in coordination with the Unified San Diego County Emergency Services Organization. Special emphasis will be placed upon Mass Care Service with mutual selection, staffing and equipping of congregate care facilities. Additionally, Red

Cross will assist the Medical and Health Service, to the extent practicable, in the handling of mass casualties and the selection, staffing and equipping of Emergency Aid Stations.

3. Regardless of responsibility, whenever there is suffering and want from any cause, and basic human needs are not being met, Red Cross will participate in community action in extending relief.

4. Although Red Cross responsibilities in civil disturbance and war-caused disaster are clearly defined, Red Cross will incorporate its activities, to the extent possible, and continue to serve as a component of the Unified San Diego County Emergency Services Organization with administrative and financial responsibility resting with the local government.

SIGNATORY

COUNTY OF SAN DIEGO

By: *Jonathan D. Nelson*
Asst. Clerk of the Board of Supervisors

Ralph H. Kropf
Disaster Chairman,
San Diego County Chapter
American Red Cross

Approved by the Board of Supervisors of
the County of San Diego

APR 10 1979 # 14

Fritz D. Cremone
Clerk of the Board of Supervisors

APR 10 1979
Date approved

A. L. Bailey
Chairman,
San Diego County Chapter
American Red Cross

APR 10 1979
Date approved

APPROVED AS TO FORM AND LEGALITY
JURY COUNSEL

David N. Berman
DEPUTY

Attachment D

**MEMORANDUM OF UNDERSTANDING
BETWEEN THE
AMERICAN NATIONAL RED CROSS
AND THE
STATE OF CALIFORNIA DEPARTMENT OF SOCIAL SERVICES**

I. PURPOSE

- A. To recognize the respective roles and responsibilities of the American National Red Cross (herein referred to as the ANRC) and the State of California Department of Social Services (herein referred to as the DSS) in disaster preparedness planning and operations for natural and war related disasters, nuclear accidents, other emergencies, and civil disorders;
- B. To serve as a basis for mutual understanding and collaboration by which the resources of the ANRC and the DSS can be most effectively brought to bear for the relief of all persons affected by the above-mentioned types of disasters;
- C. To reaffirm that the ANRC and the DSS will discharge their respective responsibilities as described in the State of California Emergency Plan and as the ANRC is mandated to do by Congressional Charter and described in the Statement of Operational Relationships between the ANRC and the California State Office of Emergency Services (herein referred to as the OES); and
- D. To recommend working relationships between Red Cross chapters and county welfare departments.

II. LEGAL BASIS FOR OPERATIONAL RELATIONSHIPS

- A. The ANRC is mandated by Federal law as defined in 36 USC-5 to undertake activities for the purpose of mitigating the suffering caused by natural disasters and other emergencies. The ANRC does not have the power to surrender the mandate created by its charter. This responsibility has been restated in the Federal Disaster Relief Act of 1974 (Public Law 93-288) and is recognized in the Statement of Operational Relationships between the ANRC and the California Office of Emergency Services.
- B. DSS and state government responsibilities derive from the California Emergency Services Act, the California Emergency Plan and Administrative Order 79-35.

III. ROLE OF THE ANRC

- A. In all natural disasters and other emergencies the ANRC provides relief assistance in accordance with its established policy, procedures, and guidelines and as described in the Statement of Operational Relationships between ANRC and OES.

- B. The ANRC response in disasters does not require a governmental declaration of any type. Regardless of the size of the disaster or the number of families affected, all assistance will be provided on a uniform basis. All ANRC assistance to disaster victims is an outright gift. No payment is ever required or requested and no ANRC supplies are ever sold.
- C. In time of major disasters or other emergencies, ANRC recognizes DSS as a resource for staff whose skills are readily adaptable to ANRC relief assistance programs.
- D. ANRC will provide training for state and local DSS staff who may be assigned to ANRC operations.
- E. In time of disaster ANRC will provide transportation and maintenance to DSS staff assigned to ANRC operations when duties are performed away from their local jurisdiction.
- F. The ANRC may act for or in behalf of local, State or Federal government disaster assistance programs on a purchase of services or other mutually acceptable reimbursable basis.

IV. ROLE OF DEPARTMENT OF SOCIAL SERVICES

- A. The DSS recognizes that in time of natural disasters the ANRC has the primary responsibility for meeting urgent and emergency needs of disaster victims by providing food, clothing, shelter in congregate care or other facilities, welfare registration and inquiry, and other basic elements for human comfort and survival.
- B. DSS will coordinate the capability of all county welfare departments to respond to disasters of all types as outlined in state legislation and will coordinate support from other state agencies.
- C. DSS will continue to provide usual public assistance services during a disaster situation or a declared emergency.
- D. DSS will provide needed staff, as available, to assist ANRC in disaster operations. DSS staff may also be given time off to participate in ANRC training courses. Staff salaries and benefits will be provided by DSS in both preparedness training and operational assignments of DSS staff.
- E. The provision of Emergency Welfare Services falls within the authority of state supervised-county administered public Social Services. In the event of an officially declared state of emergency, and pursuant to the rules and regulations of the California Emergency Council, all state, regional and local government employees will become disaster workers; duties may include support of the American National Red Cross.
- F. The DSS will work with the ANRC in time of disaster in the coordination of other private agencies.

V. ADMINISTRATIVE AND FINANCIAL CONTROLS

- A. It is basic ANRC policy that administrative and financial control of its disaster related services cannot be delegated or assumed by others (as per ARC 3000 Series). Individuals and organizations, including government, cannot represent ANRC without prior agreement with and approval by ANRC.

VI. OTHER FUNCTIONAL UNDERSTANDINGS

- A. The ANRC has agreements with a number of United States Government agencies, including the U.S. Department of Defense, for the obtaining and shipment of essential equipment and personnel to supplement emergency operations.
- B. The ANRC may enter into contracts with public and private agencies, on a reimbursable basis, to provide ANRC support in rendering assistance to victims in emergency situations (e.g., Repatriation of Refugees).
- C. The ANRC will support, to the best of its ability, State and Federal efforts to alleviate suffering in war-caused disaster situations.

VII. OTHER PROVISIONS

- A. This Memorandum of Understanding shall become effective on date of signature below and shall remain in effect until 30 days after either party gives notice to the other party that it desires to terminate or modify the agreement.
- B. This Memorandum of Understanding does not supersede or replace the existing Statement of Operational Relationships between ANRC and the OES dated October 26, 1979.

APPROVED October 27, 1982



GILBERT R. TILLS, Manager
Western Field Office, ANRC
Burlingame, California

APPROVED October 18, 1982



Marion J. Woods, Director
Department of Social Services
State of California

Attachment E

**STATEMENT OF OPERATIONAL RELATIONSHIPS
BETWEEN THE
AMERICAN RED CROSS AND
CALIFORNIA OFFICE OF EMERGENCY SERVICES
(This statement supersedes all previous agreements.)**

I. PURPOSE

This statement will:

- A. Outline the natural disaster program of the American Red Cross and the Office of Emergency Services, which coordinates the emergency activities of all state agencies;
- B. Show the relationship between the Office of Emergency Services (OES) and the American Red Cross (ARC) in conducting these programs;
- C. Recommend working relationships between Red Cross chapters and local emergency (civil defense and disaster) organizations* for natural disasters; and
- D. Include an attachment defining ARC activities for war disaster and civil disturbance. (This information is treated separately because of distinct legal and operational differences.)

II. LEGAL BASIS FOR OPERATIONAL RELATIONSHIPS

- A. The OES, local government, and ARC are among the several agencies having statutory responsibilities in connection with natural disasters.
- B. Red Cross responsibilities derive from Public Law 4 (33 Stats. 599).
- C. The OES and local government responsibilities derive from the California Emergency Services Act and related codes, ordinances, resolutions, agreements, and plans.
- D. Nothing contained in the California Emergency Services Act is construed to alter the ARC statutory obligations.

III. BASIS FOR AGREEMENTS CONCERNING NATURAL DISASTERS

- A. ARC and OES responsibilities in natural disaster have a close relationship. Therefore, ARC Western Field Office and the Red Cross California divisions and chapters will plan and act in unison with the OES, the emergency plans of the state and local governments, pertinent federal statutes, and this agreement.

***The term "civil defense" connotes government response to an emergency. References throughout this statement to state and local civil defense are synonymous with state and local governments.**

- B. This unified action denotes coordination between government and the Red Cross but does not impose any administrative authority or fiscal control by government or its emergency organizations over the Red Cross organizations, its policies, volunteers or employees.

IV. RED CROSS PROGRAM IN NATURAL DISASTER

In accordance with the foregoing statements, the ARC will provide and finance services to meet human needs in natural disaster. Specifically, these services, extended on a grant basis, are listed and explained in paragraphs A and B below.

- A. In Non-presidentially declared disasters the services consist of:

1. Emergency Congregate Care (frequently termed Mass Care) which includes the:
 - a. Provision of emergency lodging for disaster victims in public or private buildings available for congregate care occupancy.
 - b. Provision of food and clothing for persons in emergency congregate care facilities.
 - c. Provision of food for disaster workers if normal commercial feeding facilities are not available.
 - d. Provision of welfare inquiry service.
 - e. Provision of blood and blood derivatives to hospitals and clinics for treatment of persons ill or injured as a result of a disaster.
 - f. Provision of medical and nursing care in Red Cross shelters and operational facilities.
2. Emergency Individual Assistance, which is given on the basis of uniform guidelines and procedures to individuals and families having urgent and verified disaster-caused needs, and which include funding for:
 - a. Food and clothing for disaster victims on an individual basis.
 - b. Rental of temporary housing; comfort and toilet articles; fare for payment of commercial transportation or the operation of personally owned vehicles; cleaning and laundry supplies; and other basic necessities.
 - c. Minor emergency home repairs essential to making home habitable.
 - d. Essential items of household furnishings such as bedding, towels, linens, table and chairs, repair/replacement of stoves, refrigerators, washing machines, and mattresses, springs and bed frames.

- e. Emergency medical assistance, such as replacement of eyeglasses, dentures, prescriptions, etc.
 - f. Essential occupational supplies and equipment.
- 3. Additional Assistance which is given after the emergency period, is based on individual application and is designed to help families or individuals effect part or all of their recovery when they lack sufficient resources (which include the ability to borrow from commercial or government agencies or arrange credit buying). This program, based on need, not loss, includes the following types of assistance:
 - a. Food, clothing and maintenance.
 - b. Construction, purchase or repair of owner-occupied homes.
 - c. Extended medical and nursing care.
 - d. Household furnishings.
 - e. Occupational supplies and equipment.
- B. In presidentially declared major disasters - The Red Cross programs may be modified according to the availability of certain government benefits. The potential modifications are as follows:
 - 1. During the emergency phase the federal disaster program of food stamps, unemployment insurance, mini home repairs, short-term rental and mortgage payments may be rapidly available, reducing to some extent the need for all Red Cross emergency assistance described in paragraph A,2 above.
 - 2. During the long-range recovery phase, the additional needs of disaster victims, described in paragraph A,3, may be met by state and federal disaster assistance programs provided by the Disaster Relief Act of 1974 (Public Law 93-288). The Red Cross gives or augments additional assistance only when a victim's total recovery needs cannot be met through the combined resources of state and federal assistance programs.

V. STATE AND LOCAL GOVERNMENT RESPONSIBILITIES IN NATURAL DISASTERS

State and local governments have inherent and statutory responsibilities in mitigating the effects of natural disaster. The more important of these responsibilities are as follows:

- A. Disseminating of danger warnings.
- B. Designation of dangerous areas.

- C. Ordered evacuation from endangered areas.
- D. Law enforcement.
- E. Fire suppression.
- F. Light and heavy rescue operations.
- G. Safeguards to public health and sanitation.
- H. Identification and disposition of the dead, including the operation of temporary morgues.
- I. Institutional care for the sick, aged, and orphaned.
- J. Repair and restoration of public facilities and buildings.
- K. Debris removal from public property.
- L. Salvage of unclaimed property.
- M. Arrangements with federal agencies for assistance under federal disaster relief programs.

VI. COORDINATION OF HEALTH, MEDICAL AND WELFARE PROGRAMS

A. Public Health and Sanitation

- 1. Government is responsible for public health and sanitation. Public health authorities should arrange health inspection and sanitation controls in Red Cross shelters.

B. Medical Care of Disaster Victims

- 1. The primary responsibility for the care of ill and injured disaster victims is vested in local emergency organizations by reason of disaster ordinances and plans. The Red Cross will supplement medical requirements when local resources and additional mutual aid resources are exhausted. The supplementation may be as follows:
 - a. The recruitment of nurses to augment hospital staffs.
 - b. The assignment of nurses to hospitals for individual bedside care of disaster victims.
 - c. The establishment of first-aid stations.

C. Welfare Programs

1. The Red Cross considers tax source benefits provided by state and local welfare departments (and other state and federal agencies) for disaster victims as resources, and the Red Cross will not duplicate or underwrite these programs.

VII. NATURAL DISASTER OPERATING PRINCIPLES

A. Financing

A Red Cross principle is that its administrative and fiscal controls are inseparable. Therefore, the Red Cross does not assume costs for commitments made by other agencies or organizations.

B. Personnel

1. In some instances, individuals represent both government disaster organizations and Red Cross Disaster Committees. Dual representation is inadvisable because of conflicting administrative and financial responsibilities.
2. When the ARC is incorporated into the disaster plans of the state or local governments or is asked by them for a specific disaster assignment, the Red Cross volunteers involved may be registered as disaster workers and thus become eligible for workmen's compensation benefits authorized by the California Emergency Services Act.

C. Supply

1. The Red Cross does not stockpile large quantities of supplies for disaster preparedness. Its requirements are met by purchase, rental, or borrowing. The Red Cross will assume fiscal responsibility for loss, damage, or destruction of all equipment under its operational control, unless otherwise agreed to by the vendor of loaned or rented property.
2. The ARC has an agreement with the Department of Defense and the Coast Guard for obtaining military supplies, equipment and personnel to supplement its disaster activities and is financially liable for certain services, and for loss, damage, or destruction of borrowed material. Therefore any government or private agency request for military assistance, including air or surface transportation for accumulation of used clothing and other commodities, should not be channeled through the Red Cross.


D. Communications and Liaison

1. The ARC will provide liaison personnel at OES state headquarters, affected mutual aid regional offices, and the civil defense and disaster operations headquarters of affected local governments, to the extent necessary to carry out the terms of this agreement.
2. The ARC will furnish or authorize the use of the communications necessary to effective liaison.


E. Disaster Declaration

The ARC response to disasters does not require a declaration of any type. Therefore Red Cross divisions and chapters will act in numerous situations which constituted government may not consider sufficiently severe to proclaim the existence of a disaster. When minor disasters occur wherein only a few families are affected and the local chapter cannot finance relief costs, the National organization will provide funding for relief assistance.

Approved: Oct 26 1979


Gilbert R. Tills, Manager
Western Field Office, ARC
Burlingame, California

Approved: October 26, 1979


Alex R. Cunningham, Director
Office of Emergency Services
State of California

Attachment to
STATEMENT OF OPERATIONAL RELATIONSHIPS
BETWEEN THE
AMERICAN RED CROSS AND THE OFFICE OF EMERGENCY SERVICES
Red Cross - Civil Defense Relationships in War Disaster

The only Red Cross legal responsibility in war is to represent the United States Government under the Geneva Conventions and conduct certain functions related to the military establishment. The Red Cross corporation has no legal civil defense responsibilities. However, because of certain agreements with the Federal Emergency Management Agency, the Red Cross will assist to the extent of its ability in certain programs for non-military defense.

By decision of Chapter Boards of Directors, Red Cross Chapter Disaster Committees in California may, if incorporated into the civil defense plans of political subdivisions, serve as a component of civil defense to assist with mass care operations in providing for food, clothing, and lodging. The civil defense organization is administratively and financially responsible for all actions. Red Cross persons volunteering for this program may be covered for workmen's compensation benefits for civil defense workers under certain conditions, if prescribed by the California Labor Code, provided they register with an accredited disaster council and subscribe to the loyalty oath.

Red Cross chapters, during war-caused disaster, must retain identity, permitting the organization to carry out its federal responsibilities required by its Congressional Charter. Chapter resources not needed for these responsibilities will be made available to civil defense.

RED CROSS POSITION IN SITUATIONS CAUSED BY CIVIL DISORDER

When there is suffering and want resulting from civil disorder and fundamental human needs are not being met, Red Cross chapters, with the support of the National organization, will participate in community actions in supplementing the effort of the responsible civil authorities in extending emergency services and relief to the victims of such disturbances.

In carrying out the above policy, the Red Cross serves as a participating agency and does not undertake the sole relief responsibility. It is expected that constituted government will, by pre-planning, assume direction of relief activities and will assign the various aspects of relief work to community welfare agencies, including the Red Cross. It is further expected that government will have plans to finance any relief measures undertaken.

APPENDIX G-1

CARE AND SHELTER COORDINATOR EMERGENCY ACTION CHECKLIST FOR ALL CARE AND SHELTER EMERGENCIES

| <u>Action</u> | <u>Responsibility</u> |
|--|--|
| Obtain briefing from Situation Analysis. | Jurisdiction Care and Shelter Coordinator |
| Establish contact with American Red Cross liaison. | Jurisdiction Care and Shelter Coordinator |
| Activate the Care and Shelter Operations Section. | Jurisdiction Care and Shelter Coordinator |
| Notify Coordinator of Operations section of the activation of Care and Shelter. | Jurisdiction Care and Shelter Coordinator |
| Identify service and support requirements for planned and expected operations. | Jurisdiction Care and Shelter Coordinator |
| Coordinate with Red Cross and process requests for additional resources. | Jurisdiction Care and Shelter Coordinator |
| Record all requests, activities, expenditures, damages and casualties connected with Care and Shelter Operations. | Jurisdiction Care and Shelter Coordinator |
| Provide input to and review of evacuation plans. | Jurisdiction Care and Shelter Coordinator |
| Coordinate with Red Cross to maintain list of victims and their locations. | Jurisdiction Care and Shelter Coordinator |
| Inform the Public Information Officer of current information. and have him/her pass information to Operational Area PIO. | Jurisdiction Care and Shelter Coordinator |
| Continue to reassess needs and disaster conditions and estimate future service and support requirements. | Jurisdiction Care and Shelter Coordinator |
| Assist in activating and staffing Disaster Application Centers. | Jurisdiction Care and Shelter Coordinator |
| Request assistance from the OES Mutual Aid Region VI Care and Shelter Coordinator, as required. | Jurisdiction Care and Shelter Coordinator/via Operational Area EOC |

APPENDIX G-2

AMERICAN RED CROSS

CARE AND SHELTER OPERATIONS EMERGENCY ACTION CHECKLIST FOR ALL CARE AND SHELTER EMERGENCIES

| <u>Action</u> | <u>Responsibility</u> |
|---|--|
| Coordinate operations with affected jurisdiction. | Government Liaison Officer |
| Determine number of evacuees who need emergency shelter. | Disaster Staff On-Call, ARC Incident Commander, or Mass Care Officer |
| Determine if mass care facilities will be needed and which designated facilities are functional. | Disaster Staff On-Call, ARC Incident Commander, or Mass Care Officer |
| Call up augmentation staff to provide personnel for shelter management and mass feeding. | Staffing Officer |
| Announce the opening of Red Cross Shelters and/or mass feeding centers. | Public Information Officer and Government Liaison Officer |
| Announce the activation of mobile feeding units. | Public Information Officer and Government Liaison Officer |
| Coordinate mass care service of other volunteer emergency welfare agencies (i.e. Salvation Army, church groups and other service agencies). | Voluntary Organizations Active in Disaster Officer and Mass Care Officer |
| Obtain necessary food supplies, equipment, and other supplies to operate mass care shelters. | Supply Officer |
| Activate Shelter Registration and Disaster Welfare Inquiry Systems. | Disaster Welfare Systems. Inquiry Officer and Mass Care Officer |
| Evacuate and relocate any mass care shelter which may become endangered by any hazardous conditions. | Shelter Manager and Mass Care Officer |
| Based on available resources provide auxiliary personnel to assist in the evacuation of institutionalized persons in threatened areas. | Disaster Health Services Officer or Staffing Officer |
| Prepare mass care activity reports, as required. | Shelter Manager or Mass Care Officer |